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Title of Document: Ocean View Avenue Corridor Update: Pinewell and Bay View Neighborhoods

Prepared By: Urban Design Associates

Prepared For: City of Norfolk

Date of Preparation: September 2006

Status (as of January 2012): Considered an update of the Ocean View Corridor Study prepared in 2002, providing more detailed recommendations for this area. No action taken by City Council to adopt this plan. Some plan actions reaffirmed by City Council in 2009.

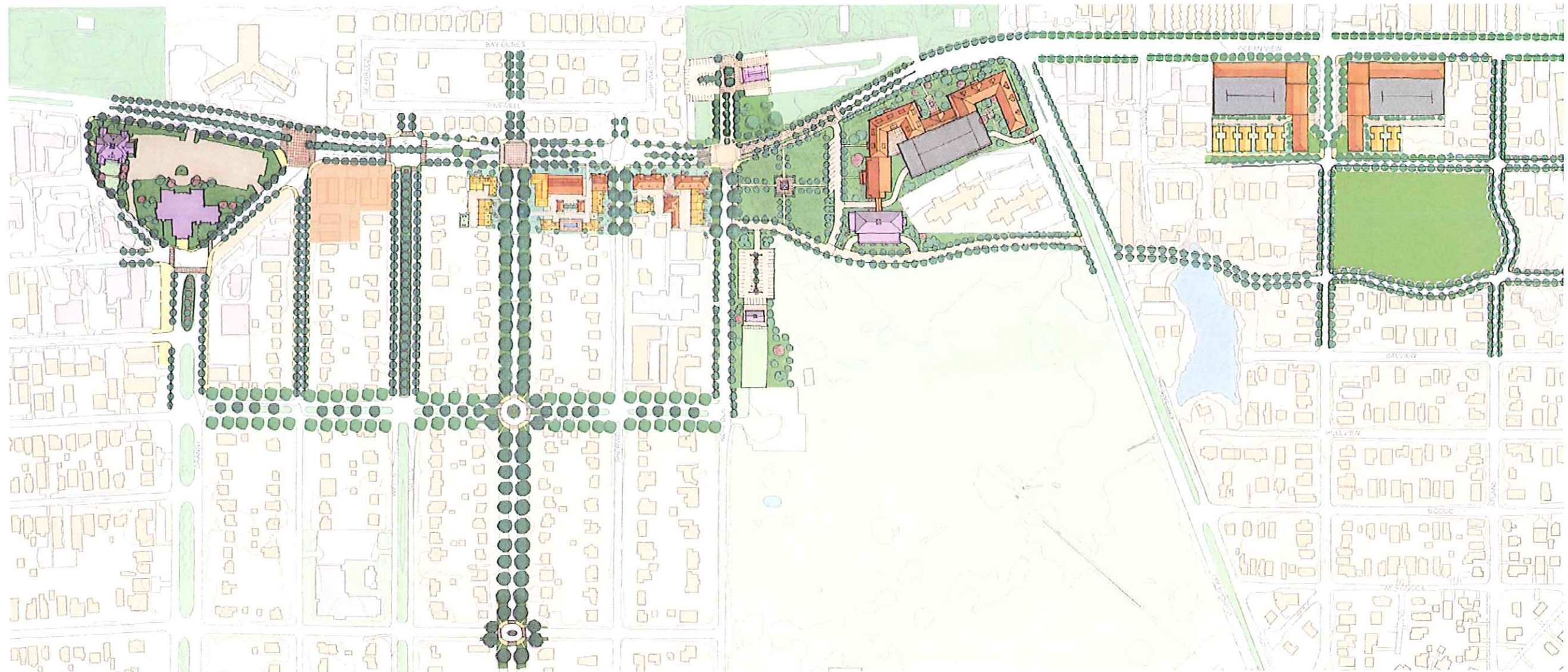
Civic League(s)/Organization(s) Affected: Ocean View, Greater Pinewell, Cottage Line, Bayview

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OCEAN VIEW AVENUE CORRIDOR UPDATE:
PINEWELL AND BAY VIEW NEIGHBORHOODS

Norfolk, Virginia URBAN DESIGN ASSOCIATES

SEPTEMBER 2006



Ocean View Avenue Corridor Update: Pinewell and Bay View Neighborhoods

PREPARED FOR
City of Norfolk

CONSULTANT
Urban Design Associates

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Overview

THE 18-YEAR EFFORT by citizens, the City of Norfolk, and the Norfolk Redevelopment and Housing Authority (NRHA) has resulted in a remarkable renaissance for Ocean View. The original plan developed in 1987-88 has continued to be updated in response to changing conditions and specific neighborhood needs.

This document summarizes the results of a design charrette conducted July 11-13, 2006 to update the plan for the area along Ocean View Avenue between Granby Street and Chesapeake Street. This area forms the front door for both the Pinewell and the Bay View neighborhoods.

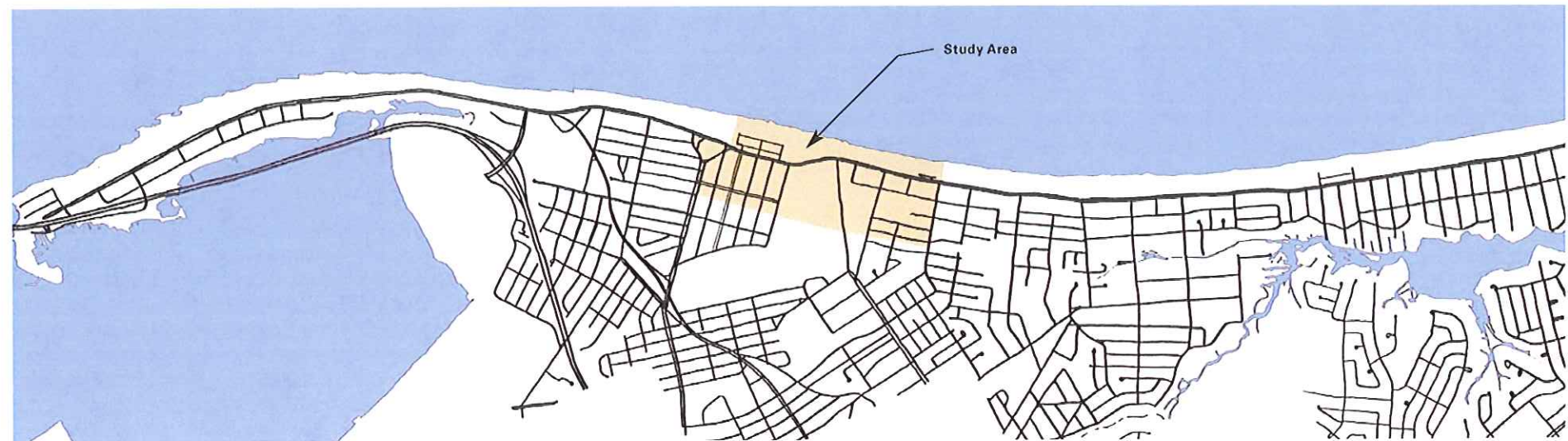
The charrette began with a public session to solicit residents' perceptions of the strengths of the area, the problems which need to be overcome, and their visions for the future. The charrette closed with a presentation of design concepts developed in the course of those public working sessions. A series of exercises to evaluate those ideas was an integral part of the charrette process. The next step will be to distill this input and develop a set of recommendations.



New development provides a graceful transition from the neighborhoods to Ocean View Avenue.



Study Area: Existing Conditions



STRENGTH Hammett Parkway



WEAKNESS Ocean View Avenue as barrier

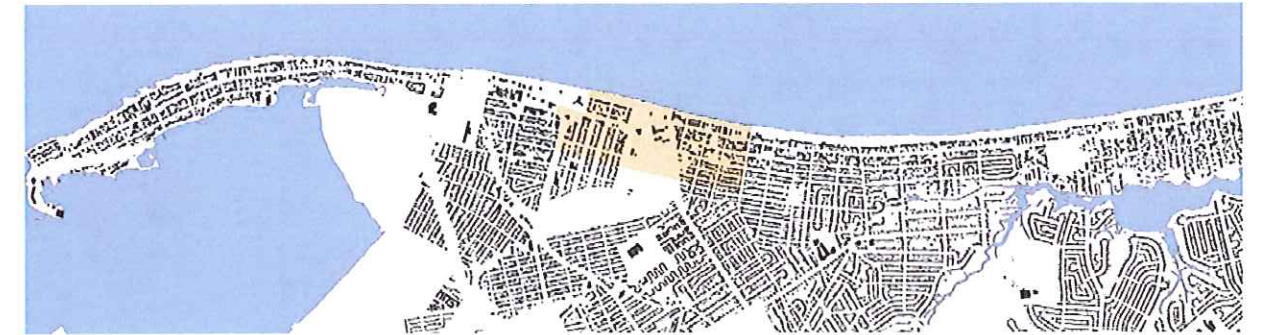
Analysis

THE ANALYSIS PHASE of design began in May of 2006 when Urban Design Associates visited the Pinewell and Bay View neighborhoods to kick off the project with initial stakeholder meetings and site reconnaissance. In addition to the collection of hard data – photos, street dimensions, and city mapping – UDA also gathered soft data, asking people’s opinions, impressions, and visions of the area. We continued to gather information through the beginning of the charrette and the following pages summarize those findings.

X-RAYS

Using City base mapping, UDA separated key land use components in order to better understand the form and patterns within and around Pinewell and Bay View. We found that Pinewell had physically distinct boundaries defined by Granby Street, the Ocean View Golf Course, and Ocean View Avenue. The golf course and Community Beach Park provide ample open space for these neighborhoods, although access to these from the east side is much weaker than from the west. Finally, there are several commercial nodes in and around the study area, all along Ocean View Avenue.

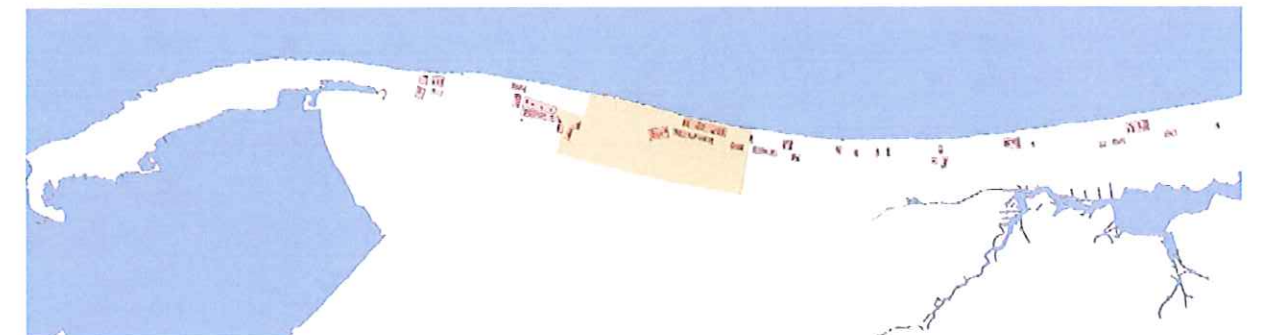
- 1 X-ray of building patterns
- 2 Institutions and public open space
- 3 Commercial patterns
- 4 Residential settlement patterns



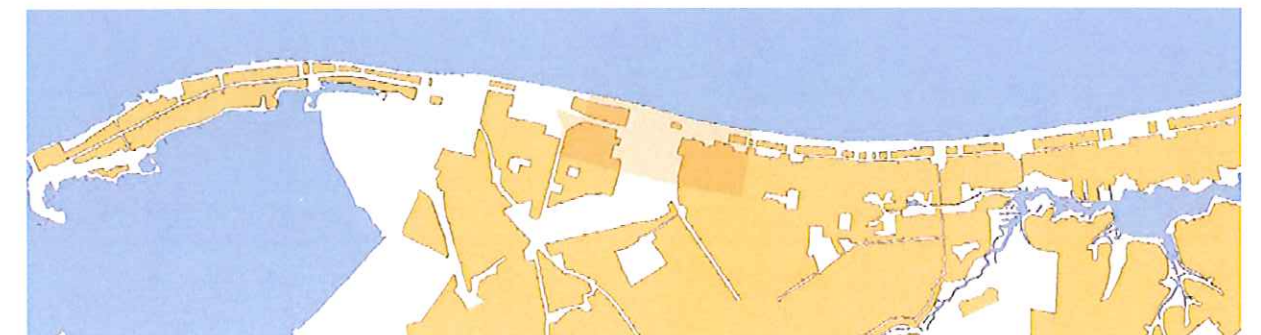
1



2



3



4

STRENGTHS

Residents spoke with great enthusiasm about the Pinewell community, describing it as an island of stability and a family-friendly neighborhood with diversity both in population and architectural character. Many felt that the wide, parklike streets and the architectural variety contributed to both Pinewell's diversity and stability. The Bay View area west of the Ocean View Golf Course includes Lake Modoc which has great potential. Both areas are within easy walking distance of the Chesapeake Bay, the golf course, Ocean View Beach Park, and shopping as well as churches and other facilities.

During the charrette, participants identified these strengths of the Pinewell and Bay View neighborhoods:

- An "Oasis" in the greater community
- Eclectic architectural character
- Stable, resident-friendly community
- Proximity to amenities such as a public golf course, the beach, some retail, a post office, and a new library
- Potential of the senior center and the golf course club house



House on Battersea Road



Pinewell Spanish Revival house



Pinewell Colonial Revival house



Pinewell-By-The-Bay



Participants placed green dots on the best places in the area.



Public meeting



Lake Modoc

ARCHITECTURAL PRECEDENTS



Pinewell's Coastal Cottage



Pinewell's Coastal Cottage - Details



Pinewell European Romantic



Pinewell European Romantic - Details



Pinewell Spanish Revival



Pinewell Spanish Revival - Details

WEAKNESSES

There were two major concerns: (1) the continuing negative impact of poorly maintained properties, especially the motel and the inappropriate retail activity which seems to support criminal behavior; and (2) high-speed through-traffic which creates a barrier along Ocean View Avenue as well as traffic cutting through the neighborhood. The barrier effect is made worse by the lack of traffic signals or crosswalks and the highway-like configuration of the intersections. There is a great deal of concern about the design and density of proposed condominiums along Ocean View Avenue. Part of this is due to concern about traffic, but mostly it is about the potential loss of the residential image which makes Pinewell so unique. The most severe problems were identified in the Bay View area around Chesapeake Street.

During the charrette, participants identified these weaknesses of the Pinewell and Bay View neighborhoods:

- Speed of traffic on Ocean View Avenue creates a pedestrian barrier
- Through-traffic on Seaview Avenue distracts from quality of life and safety
- Lack of an overall plan
- Scale and character permitted by the current R12 zoning regulations between Hammett Parkway and Sherwood Place
- Relax Inn's tendency to attract illicit activities, e.g., prostitution and drug trafficking, in the off-season
- Poor quality of mixed-use choice of retail



Intersection of Granby Street and Ocean View Avenue is not pedestrian friendly



Ocean View Avenue



Streetscape



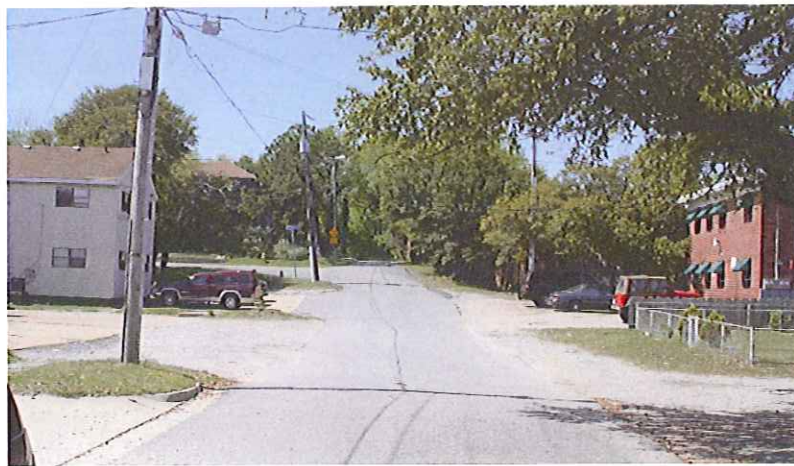
Relax Inn; site of questionable activities



Participants placed red dots on the worst places in the area.



Residents participate in dots exercise



Back door approach to the dune

VISIONS

- Managed traffic speeds and a creative solution to festival and peak-season parking
- Different densities that contribute to the neighborhood's character and feel
- Enhanced connectivity to Community Beach Park, the new library, and the Ocean View Golf Course
- Restaurants and beach-related retail
- Improved hotel options

PRIORITIES

- Eliminate Relax Inn
- Eliminate nuisance retail
- Tame crossing of Ocean View Avenue
- Protect internal streets from through-traffic
- Protect homeowner, family-oriented community image

DESIGN PRINCIPLES
Design Ocean View frontage as a front door for the Pinewell neighborhood Make the character of the Ocean View frontage compatible with the character of the neighborhood Contribute to a unique sense of place: neighborhood, beach Use traffic calming to control speed of traffic on all streets: i.e., reduce or eliminate cut-through traffic on Ocean View Avenue and neighborhood streets Enhance pedestrian character of the neighborhood Enhance golf course club house with better traffic circulation and link the open space to the beach



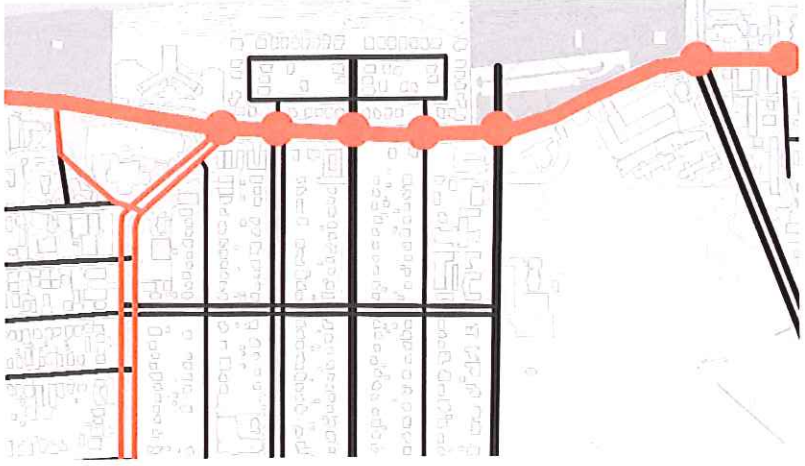
Participants placed blue dots on the places that are a priority for redevelopment.

TRAFFIC ANALYSIS

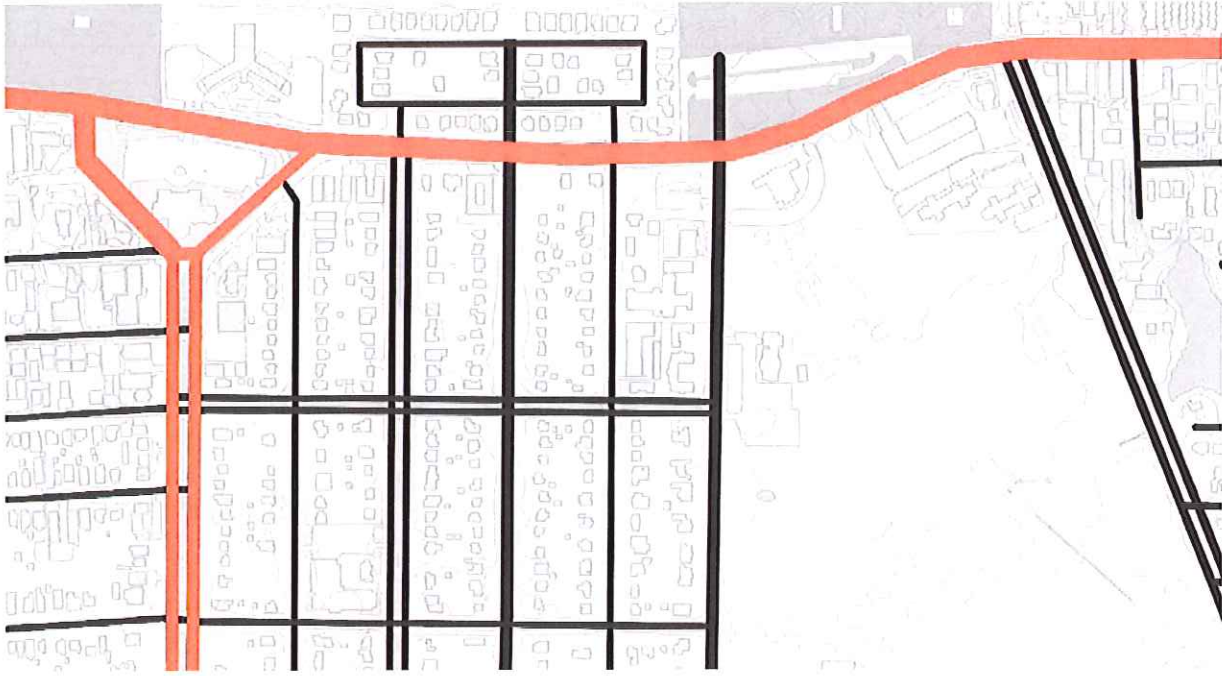
ISSUES
High-speed traffic on Ocean View Avenue interferes with quality of life
Ocean View Avenue design is hostile to pedestrians
Crossing to bay is dangerous
Non-local traffic that uses neighborhood as a cut-through



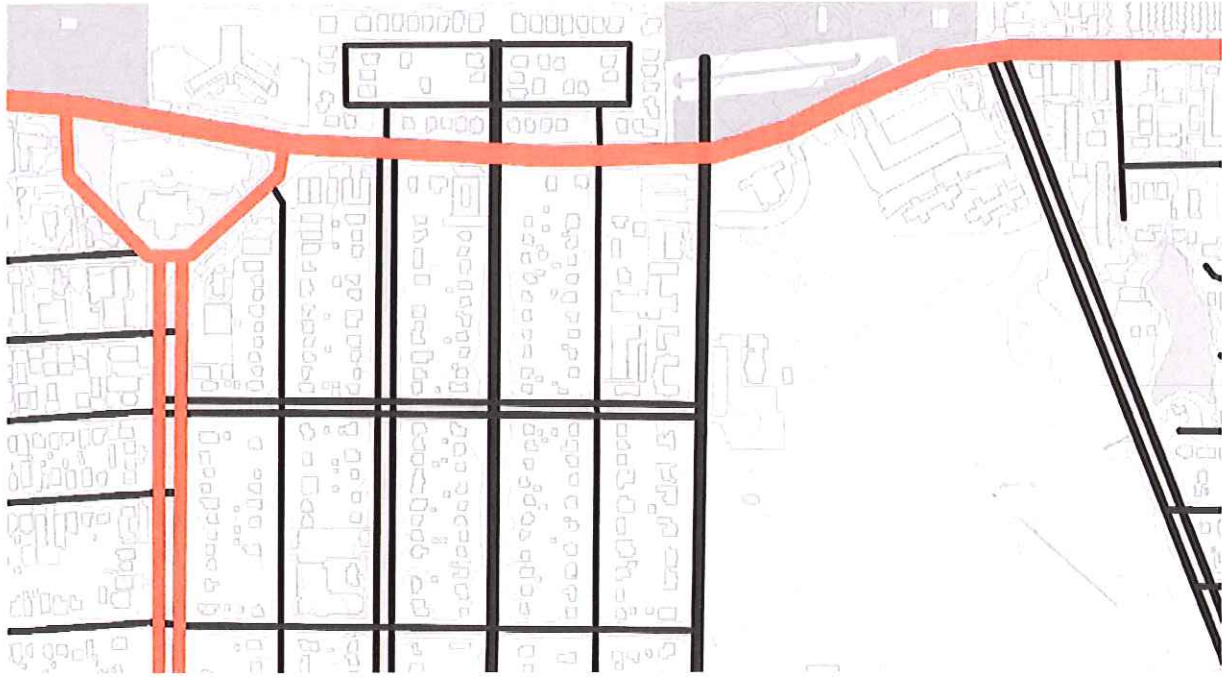
STREET PATTERN Pinewell is unique for its pattern of streets perpendicular to the bay.



EXISTING TRAFFIC PATTERN Ocean View Avenue is a barrier. Circle indicates conflict points.



CURRENT PLAN Reconfigured Granby Street to lead to the park with improved pedestrian crossings, but other conflict points remain

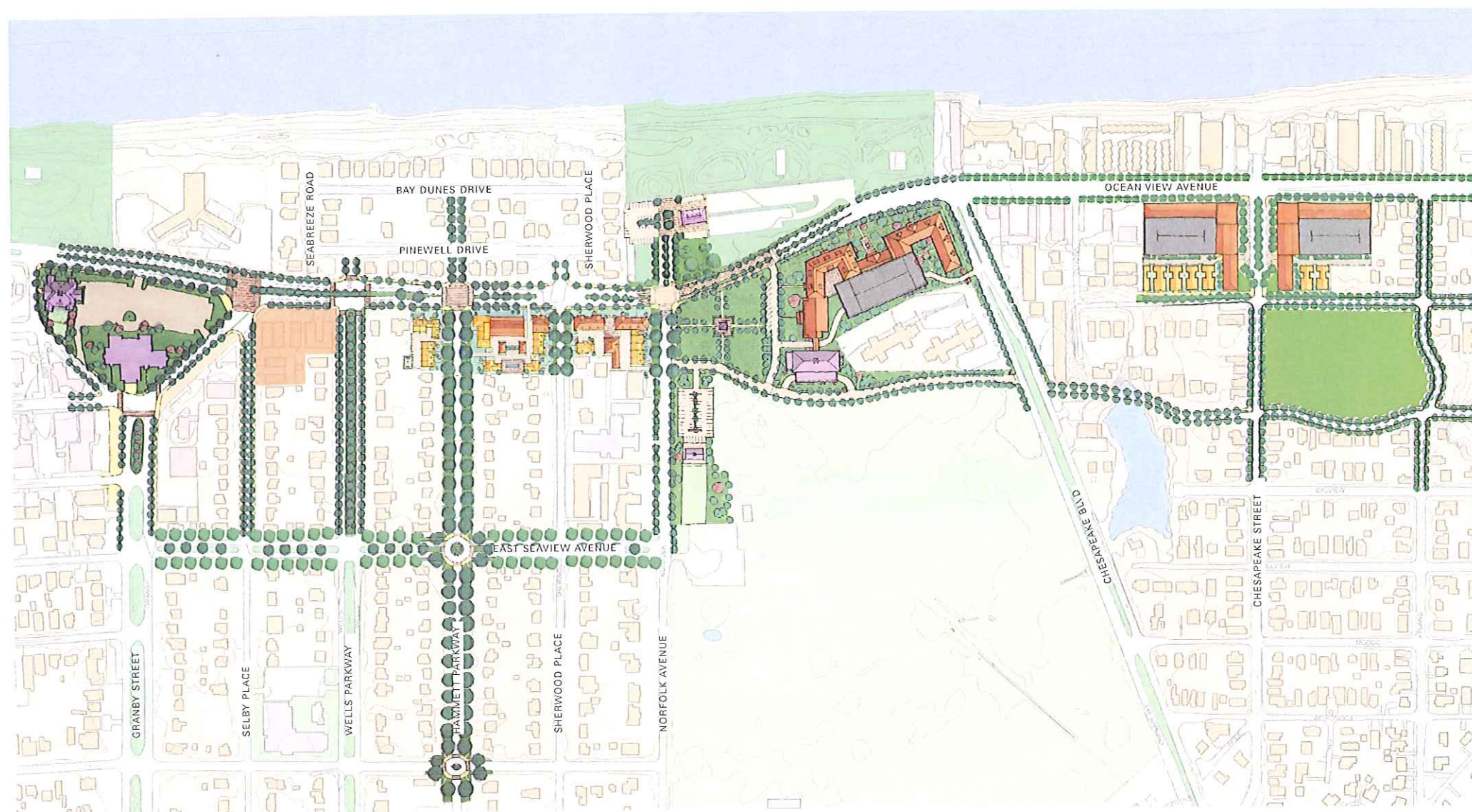


POSSIBLE ALTERNATE PLAN Granby Street ends in loop with improved pedestrian crossings but other conflicts still exist

Recommendations

RECOMMENDATIONS INCLUDE:

- Proposed changes to network of streets, public open spaces, and pedestrian amenities to create a framework for the community
- Development initiatives to revive the neighborhoods, eliminate blight, and create an appropriately scaled environment for Ocean View Avenue, which will tame traffic



Illustrative Plan

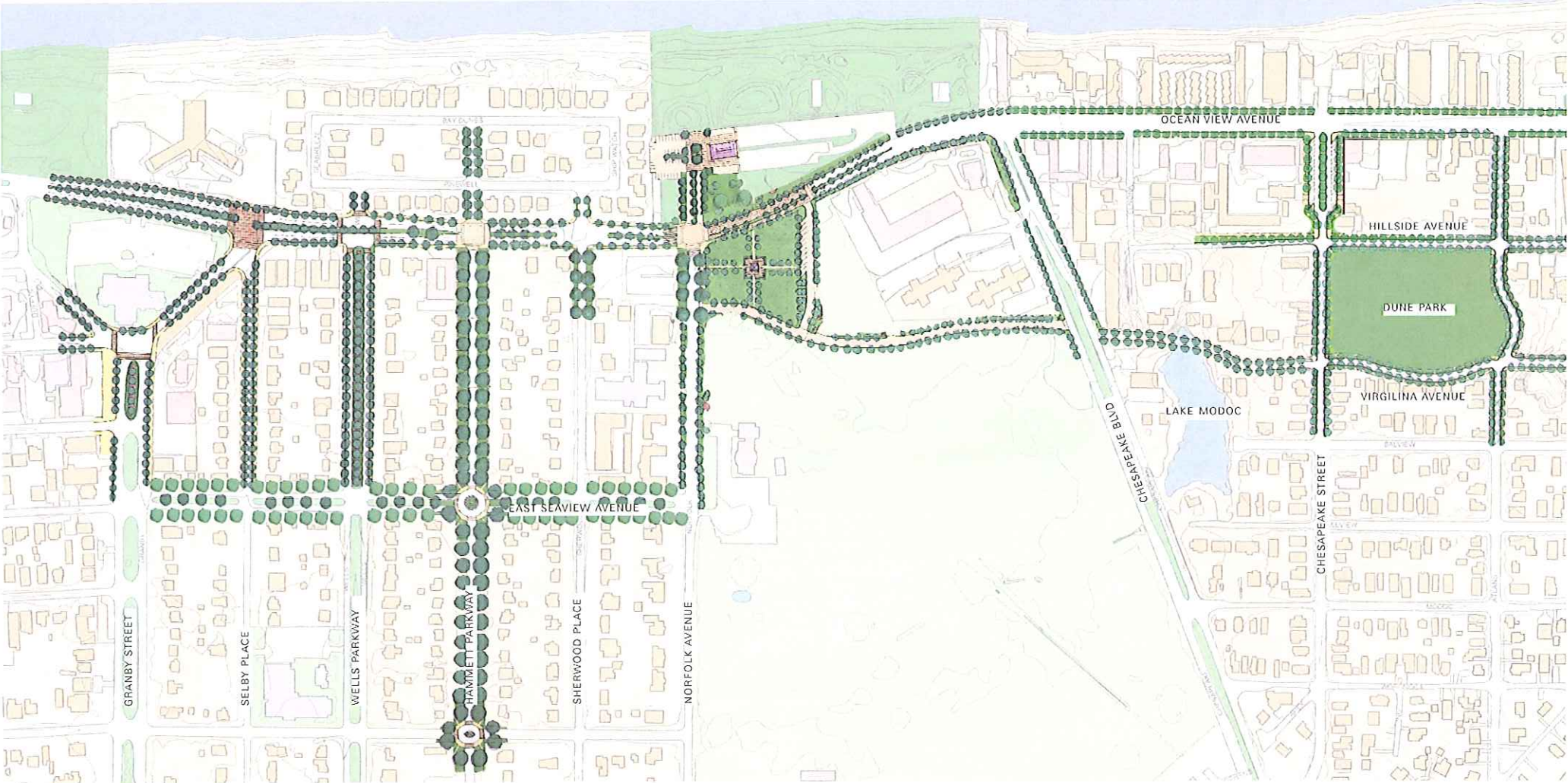
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FRAMEWORK OF STREETS AND PUBLIC OPEN SPACE

The barriers created by Ocean View Avenue must be overcome by implementing a series of traffic-calming devices that both slow traffic and provide safe pedestrian crossings between the neighborhoods and the beach. The network of public open space includes these crossings, bike paths, and new connections between the golf course and Lake Modoc, as well as a proposed new park on the site of the dune between Virgilina Avenue and Hillside Avenue. A new location for both the senior citizen center and the golf course club house will make it possible to create a continuous green space on both sides of Ocean View Avenue between the golf course and the community beach. A new town square is proposed for Chesapeake Street to provide on-street parking for a retail complex in the northernmost block of the street.

- The new frameworks include:
- Interconnected network of streets, public open space, and institutions
 - New access for the golf course from both Ocean View Avenue and Chesapeake Boulevard
 - Traffic calming and crosswalks
 - Relocated senior citizens center
 - Bikeways

Even with the proposed traffic-calming methods, the empty lots along Ocean View Avenue may compromise the ability of these devices to slow traffic. Residential development of scale along the south side of the street is needed to create the appropriate environment to calm traffic. The challenge is to find the appropriate scale and character for the new development.

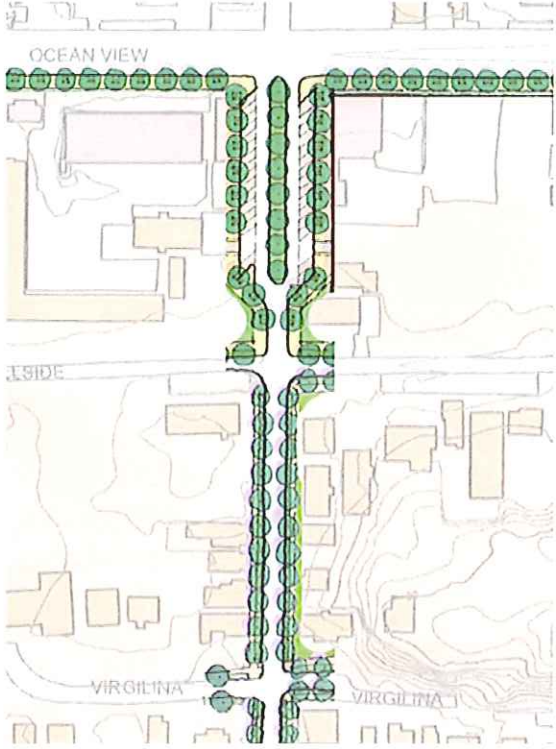


Overall framework

TRAFFIC CALMING ON OCEANVIEW AVENUE

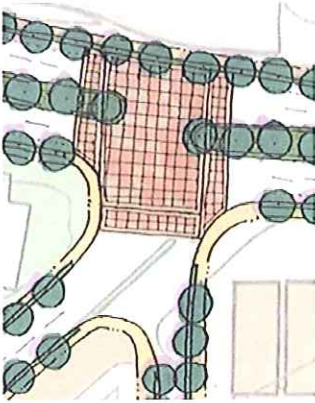


Traffic calming along Ocean View Avenue and in the neighborhood

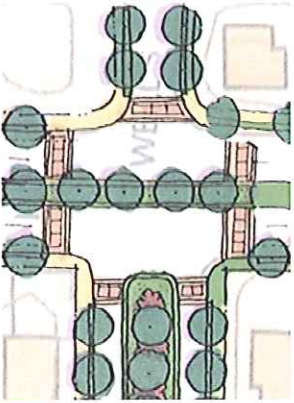


Town square at Chesapeake Street

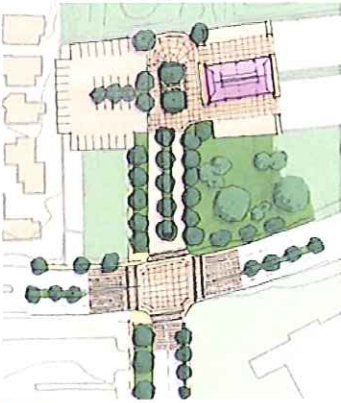
- RAISED INTERSECTION CROSSWALKS
- ALIGN NORFOLK AVENUE WITH ACCESS TO COMMUNITY AMENITIES
- TRAFFIC-CALMING CIRCLES IN NEIGHBORHOODS
- TOWN SQUARE AT CHESAPEAKE STREET



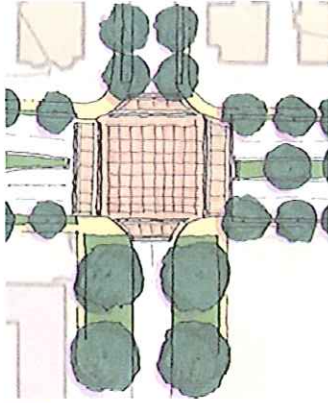
Crosswalk at Granby Street



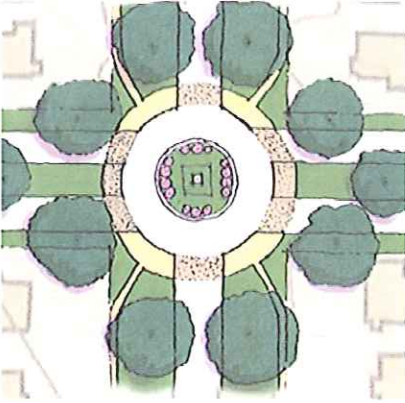
Crosswalk at Wells Parkway



Crosswalk at Norfolk Avenue

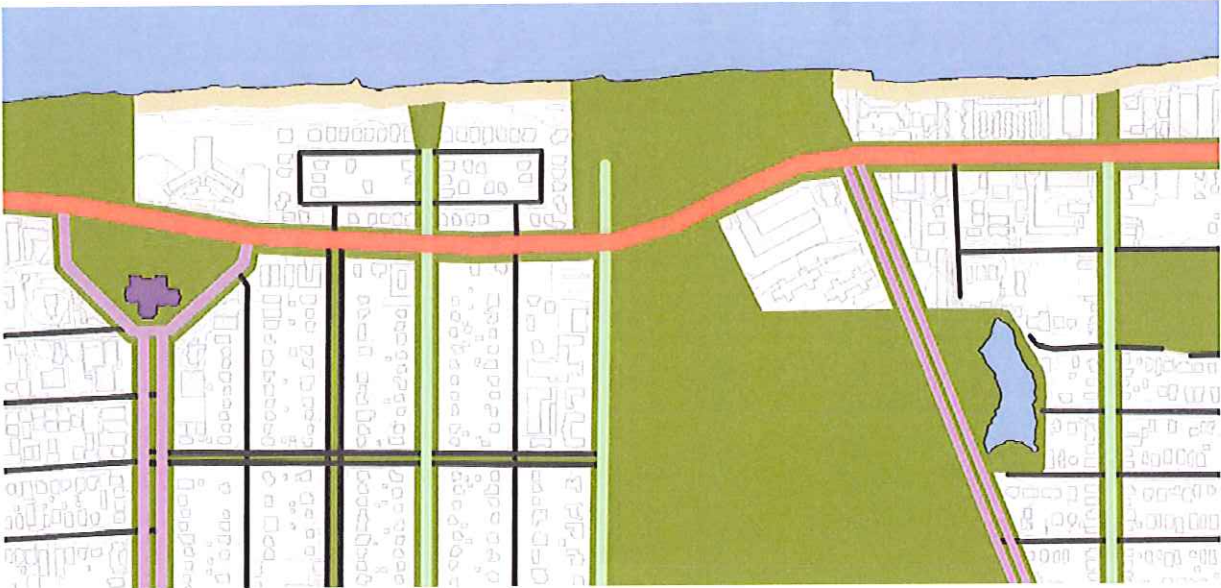


Crosswalk at Hammett Parkway

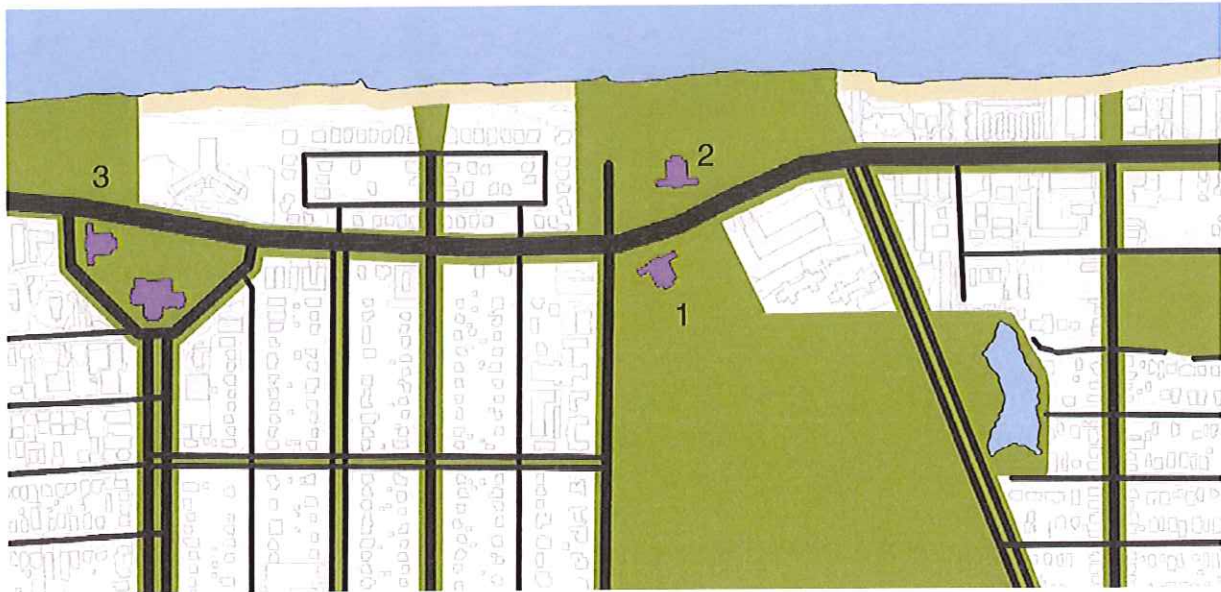


Traffic-calming circle

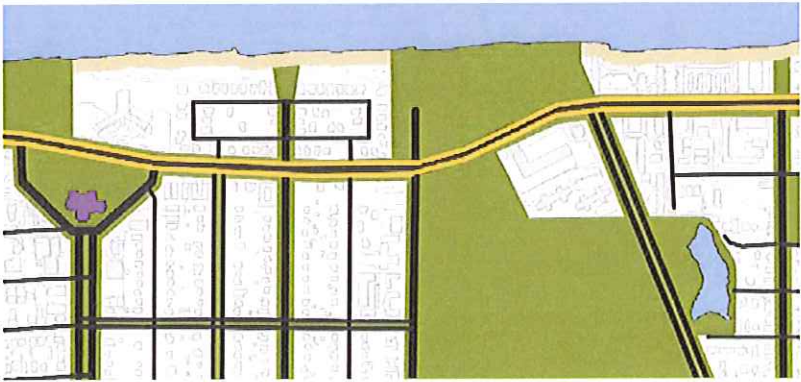
NETWORK OF PUBLIC OPEN SPACE
Traffic calming and crosswalk on Ocean View Avenue
Alternate location for senior citizens center to create link between golf course and community beach
New park at dune linked across Lake Modoc to golf course
Bike lane alternatives



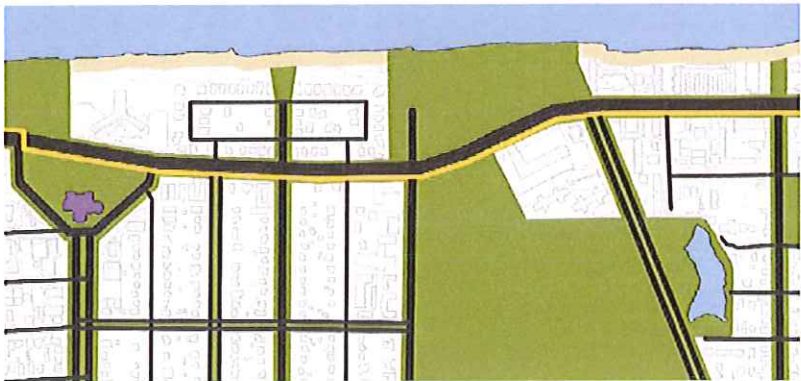
Reinforce open spaces with street network



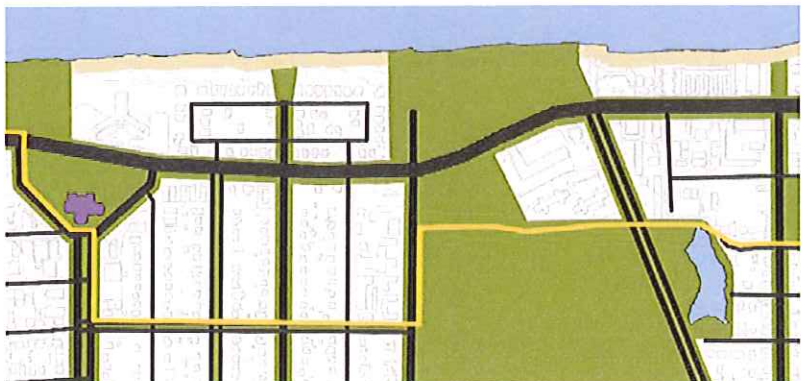
- 1 Existing senior center location
- 2 Alternate Community Beach Park location
- 3 Alternate Granby Station location



Bikeway option #1 – Lanes along Ocean View Avenue



Bikeway option #2 – Bikeway on south side of Ocean View Avenue



Bikeway option #3 – Seaview Bikeway

DEVELOPMENT INITIATIVES

To replace current nuisance uses or vacant and deteriorated properties along Ocean View Avenue, it will be necessary to include some condominium and townhouse development. The key is to ensure a physical design which creates a graceful transition between the small scale of the neighborhood streets and the frontage along Ocean View Avenue. Therefore, the plan illustrates residential-only development on the Ocean View Avenue frontage that includes single-family and townhouse development on the side streets and taller condominium structures in the middle of the block.

The setbacks and scale of development are keyed to both the existing neighborhood and Pinewell-By-The-Bay. The design of these buildings should create a boulevard along Ocean View Avenue with the scale of the south side matching that of Pinewell-By-The-Bay on the corners. Building heights will increase on the Ocean View Avenue frontage and decrease on the streets leading to the neighborhood. Norfolk Avenue facing the golf course could accommodate larger scale development. The current Ramada Inn could be redeveloped as a resort

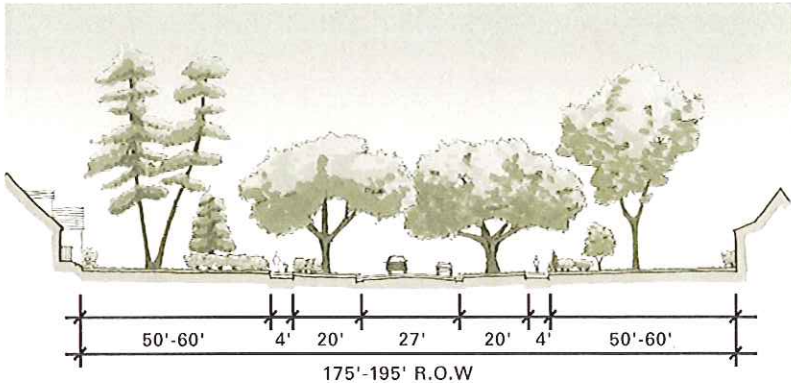
type complex and we recommend that it be coordinated with improvements to the golf course and senior citizen center. A mixed-use retail center is proposed for the northernmost block of Chesapeake Street.

The character and quality of development will need to be controlled in a more precise way than is possible under the current zoning ordinance. Therefore, the concepts presented here should become the basis of a Pattern Book for Ocean View Avenue. It should set the land use as residential except at those designated town center locations such as Granby Street, Chesapeake Boulevard, and Chesapeake Street.

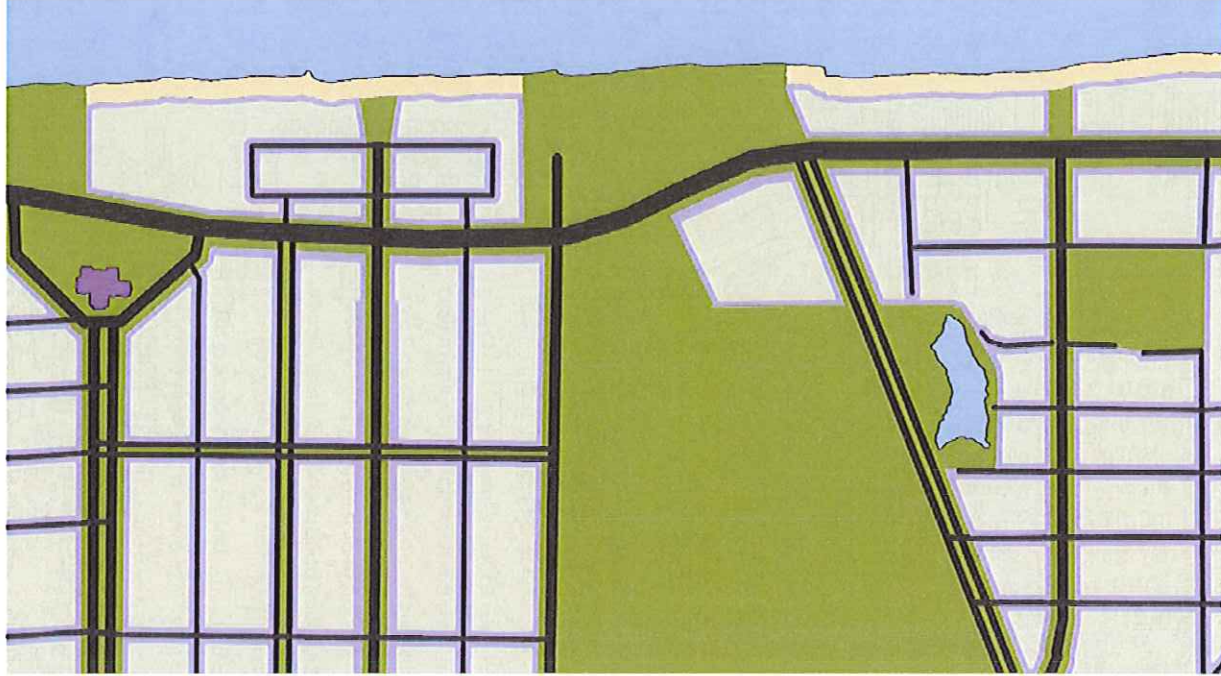
The setbacks of buildings should be keyed to the adjacent buildings and be used to make an effective transition between scales and types of development. The architectural character should be derived from the existing community. For example, the frontage along Pinewell Drive should relate to the frontage along Battersea Road to create a unique front door for the neighborhood. The image and scale of the Ramada Inn site development should be compatible with this residential environment.



Current zoning designations include higher density on Ocean View Avenue frontage



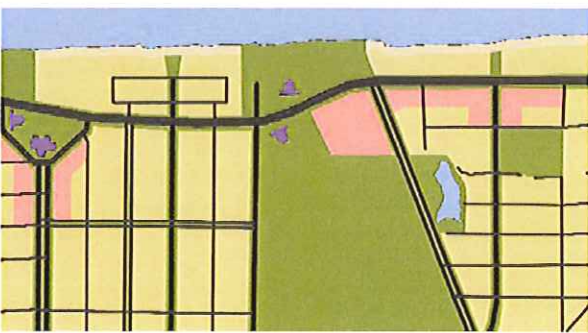
Hammett Parkway



Setbacks



Building types and heights
35' 45' 55'



Commercial uses should be concentrated at key intersections. Pinewell frontage should be residential.

DESIGN GUIDELINES

The character and quality of development will need to be controlled in a more precise way than is possible under the existing zoning ordinance. Therefore, the concepts presented here should become the basis of a Pattern Book for Ocean View Avenue. It should set the land use as residential except at those designated town center locations such as Granby Street, Chesapeake Boulevard, and Chesapeake Street. The setbacks of buildings should be keyed to the adjacent buildings and be used to make an effective transition between scales and types of development.

OCEAN VIEW AVENUE FRONTAGE

IN ORDER TO RESPOND TO THE NEIGHBORHOOD'S CONCERNS ABOUT THE SCALE OF NEW CONDOMINIUM CONSTRUCTION, WE RECOMMEND A SET OF DESIGN GUIDELINES THAT INCLUDE:

1

Addressing existing sites including Relax Inn

2

Adding pedestrian crossings to tame traffic

3

Establishing the location of parking in the middle of the block to screen it from view

4

Extending the residential setback onto the property and stepping out at the corner to create a gateway effect

5

Varying the height of the building so the tallest part is on Ocean View Avenue and the building massing steps down to the scale called for by R-8 zoning

6

Articulating the massing of the building to create the appearance of a group of houses

7

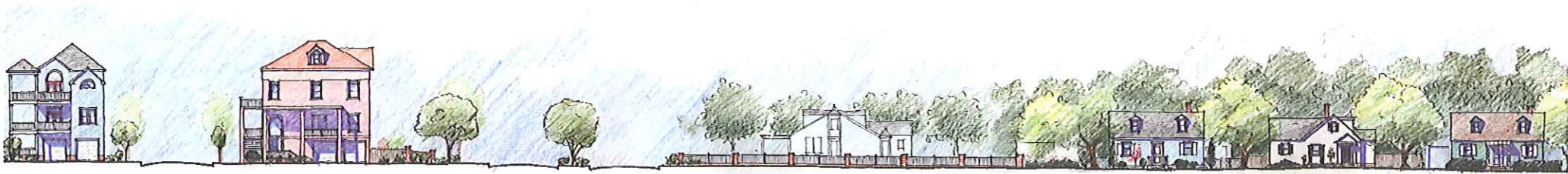
Using architectural elements that reflect the neighborhood



1 Existing conditions 2 Frameworks: Streetscapes and crosswalks 3 Parking: Internalized
4 Setbacks 5 Building heights 6 Site plan 7 Massing

ARCHITECTURAL CHARACTER

The architectural character should be derived from the existing community. For example, the frontage along Pinewell should relate to the frontage along Battersea to create a unique front door for the neighborhood. The image and scale of the Ramada Inn site development should be compatible with this residential environment.



Pinewell existing cross section of Hammett Parkway



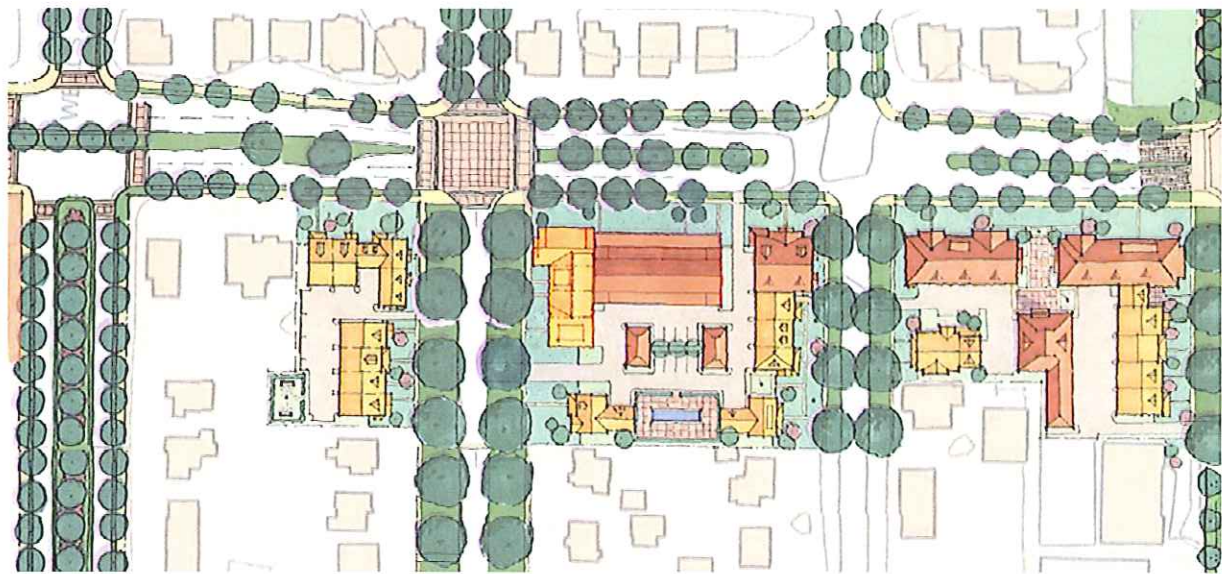
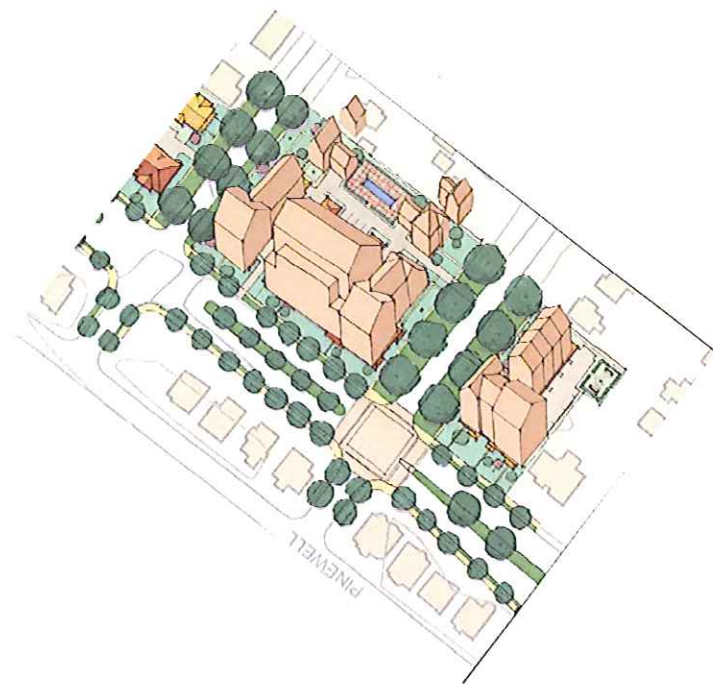
Current alternative #1



Current alternative #2

OCEAN VIEW FRONTAGE

The design of buildings along Ocean View Avenue should be of sufficient scale to create a unified urban address with the buildings across the street in Pinewell-by-the-Bay. This change will be as important as the traffic-calming measures described earlier. By having a space lined with buildings that are tall enough to create a room-like character, traffic will naturally move more slowly than it would past the present empty lots. The transition from the small-scale houses of the neighborhood must be handled with great care as indicated in the diagrams.



Phase I and II of development for corners of Hammett and Ocean View Avenue



Existing view from Pinewell-by-the-Bay of the Relax Inn site



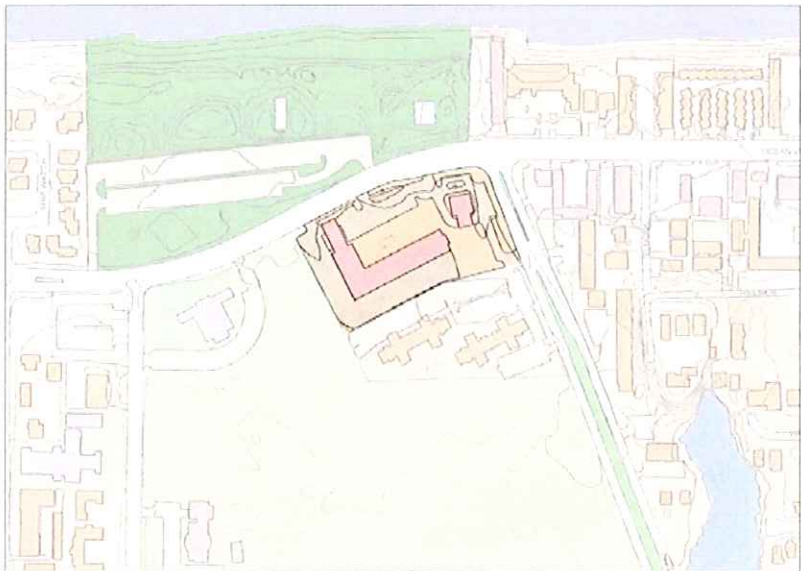
Proposed view of new Ocean View Frontage



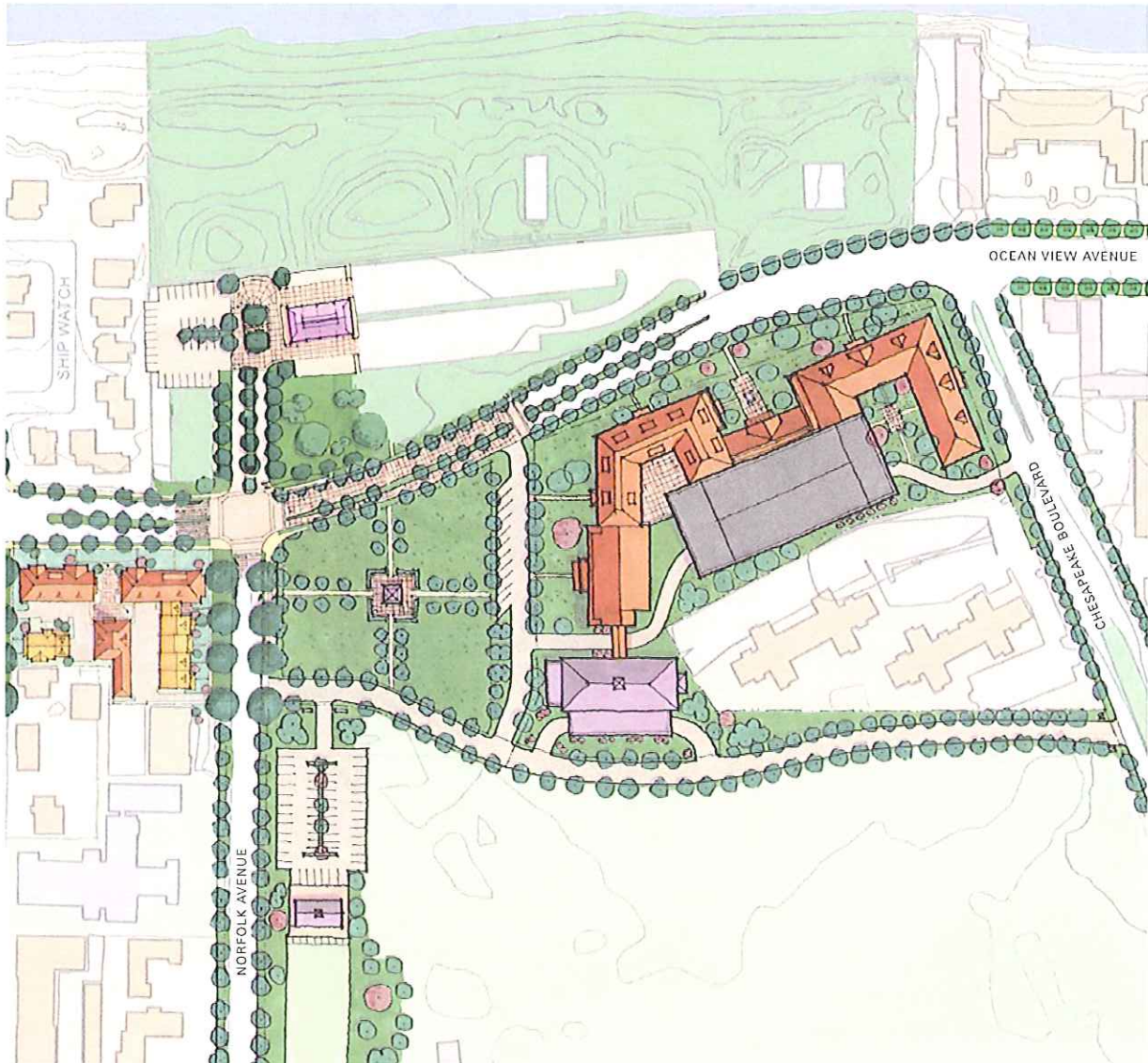
Enlarged view of current alternative #2

RAMADA INN SITE

The current Ramada Inn site is being considered for redevelopment. The plan illustrates a way in which this could take place to the benefit of the community as well as the hotel development itself. If the senior center could be relocated to Granby Street adjacent to the library, the golf course could be opened up to Ocean View Avenue. A new club house, perhaps jointly developed by the City and the developer, could provide improved facilities. The plan indicates a new drive from both Chesapeake Boulevard and Ocean View Avenue in order to divert traffic away from the Pinewell neighborhood. The plan indicates a crossing between this drive and the entry to the parking facility on Community Beach Park to further connect it to the neighborhood. We recommend that the scale of the new development be lower (4-5 stories) on the western side of the site with taller buildings at the intersection of Chesapeake Boulevard and Ocean View Avenue.



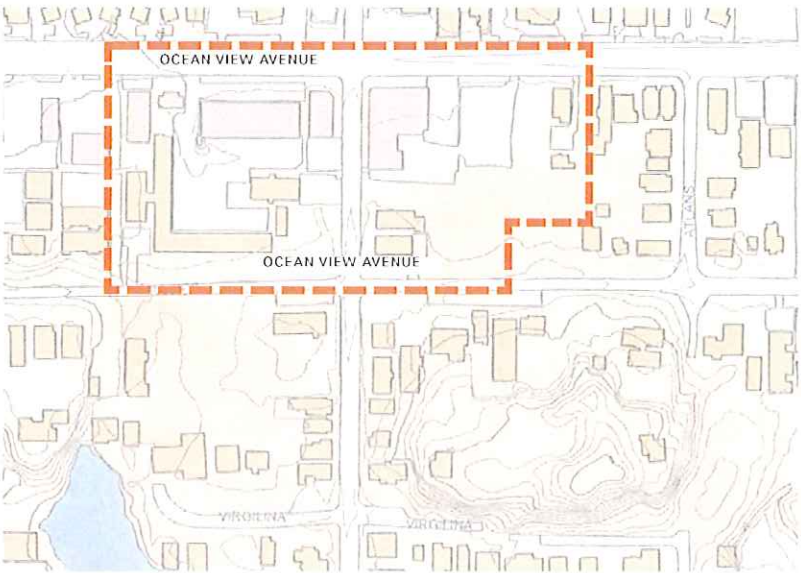
Ramada Inn site



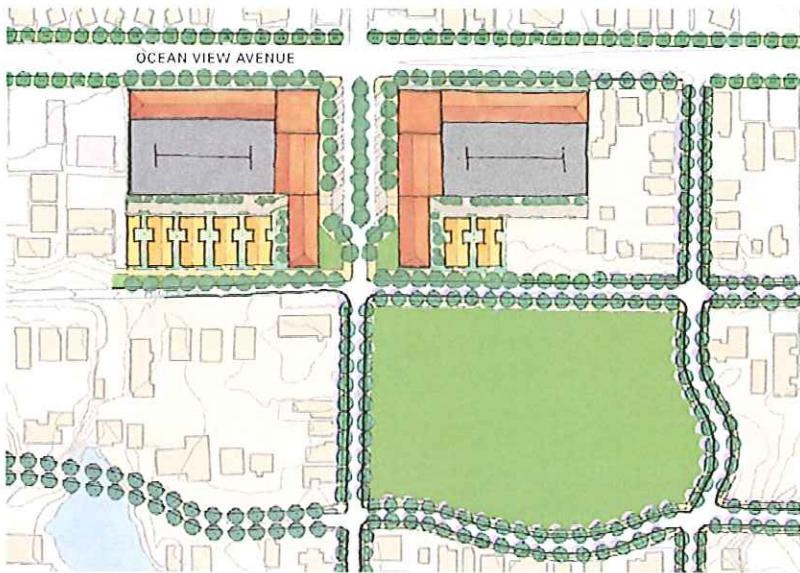
Proposed hotel complex attached to parking garage; new golf clubhouse along proposed road

CHESAPEAKE STREET

The Ocean View Corridor Study identified the northernmost block of Chesapeake Street as a location for a mixed-use center. The plan provides internal parking for mixed-use development with residential units above retail. The new configuration of Chesapeake Street provides a central median and on-street parking. The dune would be acquired as public open space and linked to Lake Modoc.



Existing conditions



Proposed improvements and development for Chesapeake Street



View of proposed mixed-use center

OVERALL PLAN

OVERALL PLAN FOR THE OCEAN VIEW AVENUE CORRIDOR

1

The senior center is relocated to Granby Street next to the library.

2

The end of Granby Street is reconfigured to create pedestrian friendly intersections.

3

Traffic calming devices, especially crosswalks, are installed at each intersection along the Pinewell frontage.

4

Norfolk Avenue is connected across Ocean View Avenue to Community Beach Park.

5

New residential development along the south side of Ocean View Avenue creates an improved front door for the neighborhood.

6

The Ocean View Golf Course is opened to Ocean View Avenue with connections to Community Beach Park.

7

A new linkage between the golf course, Lake Modoc, and Cheasapeake Street is established. It steps up in height from the neighborhood to create an appropriately scaled facade along Oceanview. Together with Bay Dunes Drive in Pinewell-by-the-Bay, these will serve to tame traffic.

8

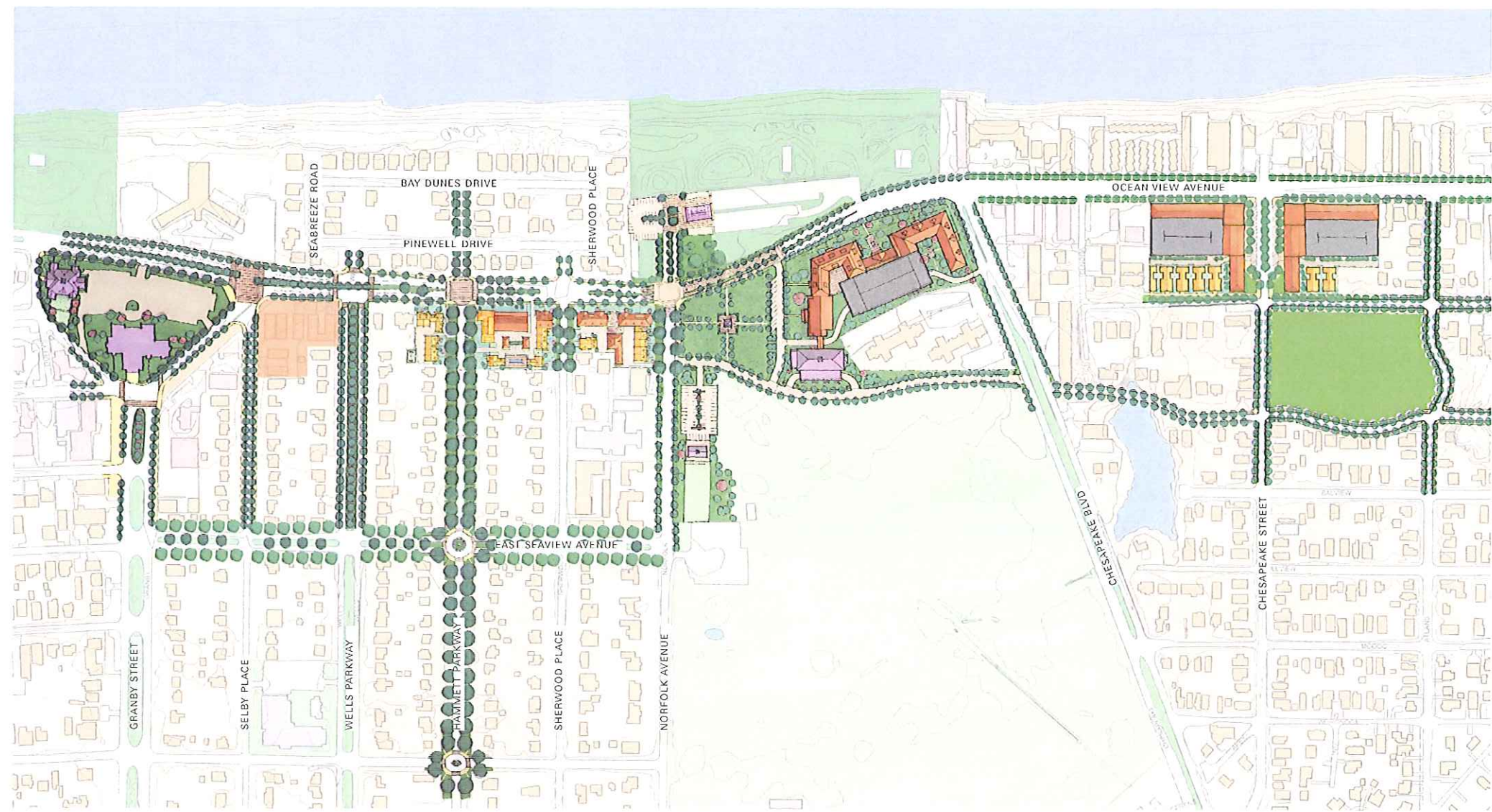
New mixed-use development creates activity centers at the Ramada site and on Chesapeake Street.

9

Existing rental properties should be redeveloped as homeownership units following the design guidelines.

10

Design Guidelines ensure the character as well as the quality of new development.



Charrette Impact

RESIDENTS MET AT THE END of the charrette process to discuss their comments on the design proposals. Many expressed their satisfaction with the improvements including new crosswalks, better connectivity for vehicles and pedestrians, and sensitive development strategies.

POSITIVES

- Proposed architecture reflects the character of Pinewell's eclectic neighborhoods
- New bike lanes link commuters to amenities
- Changes in building heights, as well as improved pedestrian crosswalks and landscape along Oceanview Avenue, distinguish Oceanview's frontage
- Good mix of development types from single- and multi-family housing to mixed-use development
- The new library and potential senior center at the Granby Street

and Oceanview Avenue intersection creates a ceremonial entrance to the neighborhood

- New street connections between golf course and dune

NEGATIVES

- Condos bring too much density
- Rerouting of Granby, although positive, may bring additional traffic to neighborhood
- Shopping center should be included in study
- Concerns of traffic conditions on Battersea

PRIORITIES

- Redesign of intersections at Granby and Oceanview Avenue for better traffic and pedestrian movement
- Crosswalks at Oceanview Avenue
- Redevelopment of blighted properties

